PLANNING COMMISSION MINUTES

July 23, 2003

CALL TO ORDER:

Chairman Bob Barnard called the meeting to order at 7:00 p.m. in the Beaverton City Hall Council Chambers at 4755 SW Griffith Drive.

ROLL CALL:

Present were Chairman Bob Barnard, Planning Commissioners Gary Bliss, Eric Johansen, Dan Maks, Shannon Pogue, and Vlad Voytilla, and Scott Winter.

Development Services Manager Steven Sparks, AICP; Senior Planner John Osterberg; Senior Planner Alan Whitworth; Senior Transportation Planner Don Gustafson; Assistant City Attorney Ted Naemura; and Recording Secretary Sandra Pearson represented staff.

The meeting was called to order by Chairman Barnard, who presented the format for the meeting.

VISITORS:

Chairman Barnard asked if there were any visitors in the audience wishing to address the Commission on any non-agenda issue or item.

HENRY KANE discussed his concerns with regard to the 114th Avenue Project, expressing his opinion the 114th Avenue Project Advisory Committee had been kept in the dark with regard to amendments to the Comprehensive Plan and the Development Code. He pointed out that if those committee members who were present to vote on the three alternatives for 115th Avenue had been informed that this project would effectively remove their property rights, every property owner present would have voted against this proposal. He noted that the issue appears to be a moving target that continually shifts, suggesting that the Staff Report should state exactly what would happen to the property rights and that a ballot should be provided to the property owners and businesses in the area, including a one-page explanation clarifying exactly what would happen to

existing property rights. Observing that he has been unable to locate even one property owner who supports this project, he questioned the necessity of this action, adding that this issue could be addressed through increased density.

NEW BUSINESS:

Chairman Barnard opened the Public Hearing and read the format for Public Hearings. There were no disqualifications of the Planning Commission members. No one in the audience challenged the right of any Commissioner to hear any of the agenda items, to participate in the hearing or requested that the hearing be postponed to a later date. He asked if there were any ex parte contact, conflict of interest or disqualifications in any of the hearings on the agenda. There was no response.

PUBLIC HEARINGS:

I. 8605 SW BEAVERTON HILLSDALE HIGHWAY

A. <u>CPA 2003-0006 - COMPREHENSIVE PLAN AMENDMENT</u>

B. <u>ZMA 2003-0008 – ZONING MAP AMENDMENT</u> This proposal is to amend the Land Use Map in the Comprehensive Plan and Zoning Map to designate two lots being annexed

 into the City through a separate process Corridor (COR) on the Land Use Map and Community Service (CS) on the Zoning Map in place of the current Washington County designation of Community Business District (CBD) with a Corridor overlay, which represents the most similar land use and zoning designations between the two entities. The addresses of these parcels are 8605 and 8635 SW Beaverton/Hillsdale Highway, and they are more specifically identified as Tax Lots 00300 and 00400 on Washington County Assessor's Map 1S1-14AD.

Commissioner Voytilla stated that he had driven by the site and had no contact with any individual(s) with regard to these applications.

Commissioner Winter announced that he is familiar with the site.

Observing that he had not made a site visit specific to this application, Commissioner Johansen mentioned that he had recently visited a site in the area.

Commissioner Bliss pointed out that although he had not made a specific site visit he is familiar with the area.

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1 2 3	Commissioner Pogue indicated that he had visited the site and had no contact with any individual(s) with regard to this proposal.
4 5	Commissioner Maks and Chairman Barnard noted that they had driven by the site with regard to this specific application.
6 7 8	Senior Planner Alan Whitworth presented the Staff Report and offered to respond to questions.
9 10	PUBLIC TESTIMONY:
11 12 13	No member of the public testified with regard to this application.
14 15	Assistant City Attorney Ted Naemura indicated that he had no comments with regard to this proposal.
16 17 18	The public portion of the Public Hearing was closed.
19 20 21	Observing the proposal meets applicable approval criteria Commissioners Maks, Voytilla, Winter, Pogue, Bliss, and Johansen and Chairman Barnard expressed their support of both applications.
22232425	Commissioner Pogue MOVED and Commissioner Voytilla SECONDED a motion to APPROVE CPA 2003-0006 – 8605 SW Beaverton/Hillsdale Highway Land Use Map Amendment, based upon
26 27 28	the testimony, reports and exhibits, and new evidence presented during the Public Hearings on the matter, and upon the background facts, findings and conclusions found in the Staff Report dated July 3,
29 30 31	2003. Motion CARRIED by the following vote:
32 33 34	AYES: Pogue, Voytilla, Bliss, Johansen, Maks, Winter, and Barnard.
35 36	NAYS: None. ABSTAIN: None.
37 38	ABSENT: None.
39 40	Commissioner Pogue MOVED and Commissioner Voytilla SECONDED a motion to APPROVE ZMA 2003-0008 – 8605 SW
41 42	Beaverton/Hillsdale Highway Zoning Map Amendment, based upon the testimony, reports and exhibits, and new evidence presented

the testimony, reports and exhibits, and new evidence presented during the Public Hearings on the matter, and upon the background facts, findings and conclusions found in the Staff Report dated July 3, 2003.

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1 2 Motion **CARRIED** by the following vote: Pogue, Vovtilla, Bliss, Johansen, Maks, Winter, and **AYES:** 3 Barnard. 4 NAYS: None 5 **ABSTAIN:** None. 6 **ABSENT:** None. 7 8 9 7:12 p.m. – Mr. Whitworth left. 10 II. CU 2003-0008 - FANTASY VIDEO 24-HOUR OPERATION 11 CONDITIONAL USE 12 The applicant is requesting Conditional Use approval for additional 13 operating hours beyond the hours of 7:00 a.m. and 10:00 p.m. which 14 are allowed within the Community Service (CS) zone. The video store 15 has been operating on this site since March 1999, and the applicant 16 17 requests to operate on a 24-hour basis. 18 Commissioner Voytilla observed that he is familiar with the site from a 19 prior application, adding that he had done a recent drive-through and 20 had no contact with any individual(s) with regard to this application. 21 22 23 Commissioner Winter noted that he is familiar with the site as a former Chairman of the NAC. 24 25 Commissioner Johansen mentioned that in addition to being familiar 26 with the site from the previous application, he had visited the site and 27 had no contact with any individual(s) with regard to this proposal. 28 29 Observing that he is familiar with the previous application, 30 Commissioner Maks familiar noted that he had made a site visit in 31 1999 and another this evening, adding that he had no contact with any 32 individual(s) with regard to this application. 33 34 35 Commissioner Pogue pointed out that he had visited the site. 36 Commissioner Bliss and Chairman Barnard explained that they are 37 familiar with the site although they had not visited specifically with 38 regard to this application. 39 40 Senior Planner John Osterberg presented the Staff Report and briefly 41 described the request for extended hours of operation for this existing 42 business, specifically between the hours of 10:00 p.m. and 7:00 a.m. 43 Observing that he is aware that members of the Planning Commission 44

have read the Staff Report, he mentioned that staff is recommending

that the Planning Commission hold a Public Hearing and make a decision for denial, or approval with two Conditions of Approval, based upon whether the application meets applicable approval criteria. He described additional materials submitted by the applicant, as well as additional e-mails from Dave Ganz, dated July 15, 2003 and July 18, 2003, and a letter from Henry Kane, dated July 23, 2003, observing that copies of these letters have been distributed to members of the Planning Commission. Concluding, he pointed out that Officer Kevin O'Keefe of the Beaverton Police Department is available to address concerns with regard to crime and safety and that Senior Transportation Planner Don Gustafson is available to address questions relating to the Traffic Analysis, and offered to respond to questions.

Referring to page 16 of the Staff Report, Commissioner Maks requested that line 4 of the last paragraph be modified, as follows: "...operate the restaurant retail store beyond the 7:00 a.m. to 10:00 p.m. hours of operation in the..." He requested that line 4 of the third paragraph of page 17 of the Staff Report be modified, as follows: "...Corridor designation on this property and the surrounding Cornell Road Beaverton-Hillsdale Highway properties, described..."

Commissioner Pogue referred to page 31, specifically the reference to landscaping, expressing his opinion that the landscaping might be too prohibitive and block the view some of the time.

 Mr. Osterberg advised Commissioner Pogue that staff's finding was that the appearance of the landscaping along Beaverton-Hillsdale Highway is not as dense as might be typical, adding that it might be preferable to have a more open and less dense hedge. He confirmed that the Police Department is comfortable with the existing visibility.

Chairman Barnard referred to page 20 of the Staff Report, specifically with regard to a crime study concerning *D. K. Wild*'s and *Fantasy Video*, noting that *D. K. Wild*'s had generated 41 police incident reports since 1999, 12 of which were important enough to be evaluated by police, adding that of those 12, four trespassing incidents were determined to be significant. He requested clarification regarding how this would potentially compare with a bar that is upon until 2:30 a.m.

KEVIN O'KEEFE, representing the Beaverton Police Department responded to Chairman Barnard's concern with the 41 police incidents reports generated since 1999 at *D. K. Wild*'s on SW Henry Street. He explained that this typically is a lower number of incidents in comparison to some of the liquor establishments located throughout

the City of Beaverton, emphasizing that the *D. K. Wild*'s and *Fantasy Video* incidents had not been excessive.

Referring to the bottom of page 21 of the Staff Report, Mr. Osterberg under the review of Plan Policy Goal 6.2.1, the second policy a should be revised to b.

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APPLICANT:

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BRADLEY WOODWORTH, of Bradley J. Woodworth & Associates, PC, representing the applicant, Oregon Entertainment Corporation, introduced members of the applicant team, as follows:

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- Bruce McLaughlin, Certified Land Use Planner;
- Ryan Pressy, appraiser who prepared the Market Value Consultation Report;
- Kevin Burgee, architect;
- Tracy Blakeslee, Principal for Oregon Entertainment Corporation;
- Jim Atwood, owner of the property; and
- Lake Perriguey, of Bradley J. Woodworth & Associates, PC.

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Mr. Woodworth requested that Chairman Barnard rule on the applicant's request to cross-examine witnesses.

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Chairman Barnard advised Mr. Woodworth that he intends to follow the standard procedure, observing that this provides for applicant rebuttal at the end.

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Mr. Woodworth pointed out that the applicant has submitted a supplemental statement, including information with regard to due process rights concerning cross-examination of witnesses. Observing that this involves both the 14th Amendment and the 15th Amendment to the United States Constitution, he pointed out that he does not understand why the Oregon Constitution does not contain an express due process clause. Referring to Section 8 of the Oregon Constitution, he noted that it is the applicant's position that the article in Section 8 provides a very broad protection for freedom of expression in the State of Oregon, that the materials, products and services vended by the applicant are protected by Article 1 Section 8, and that it is incumbent upon government agencies not to disfavor the treatment of the vendors of such protected expression in relation to the treatment of vendors of other types of products, goods, or services. He mentioned that the City of Beaverton has in the past granted Conditional Use Permits to other types of 24-hour vendors, including a Jack-in-the-Box Restaurant. He

emphasized that the City of Beaverton is obliged to treat vendors of protected expressive materials equally to vendors of other types of goods, products, or services.

Mr. Woodworth pointed out that the Staff Report did indicate that the application meets all applicable approval criteria, adding that the situation differs from the situation that existed during the original application in 1999. He mentioned that since that time, the Development Code has been amended significantly, observing that the prior code did not contain the language that currently exists in Section 40.15.05, and that specifically, the current version of the Development Code is more favorable with regard to the granting of applications. He expressed his opinion that there would be no substantial impact that could not be mitigated created by granting this request, adding that the applicant is willing to accept any reasonable Conditions of Approval imposed upon this application.

Observing that the original proposal was a new concept to the City of Beaverton and had created some public outcry in 1999, Mr. Woodworth pointed out that this establishment has been in operation for greater than four years. He expressed his opinion that the past denial had been based upon the potential for various types of mischief, including possible criminal activity and prostitution, as well as potentially decreased property values. He explained that following four years of essentially problem-free operations and no negative impact, the applicant has gone through great lengths to develop what he considers an appropriate evidentiary record that indicates that there are no impacts associated with this proposal. He noted that the police incidents included only one prostitution charge, unrelated to customers, emphasizing that this incident actually involved a decoy operation initiated by the Beaverton Police Department.

BRUCE McLAUGHLIN indicated that although his credentials are in the record, he would like to clarify that he is a member of the American Institute of Certified Planners (AICP), the equivalent of licensing in 48 of the 50 states, including the State of Oregon. Observing that Mr. Osterberg had adequately reviewed the applicable standards for approval of a Conditional Use, he discussed the site, which he described as ideal for the proposed operation, emphasizing that while the Staff Report indicates that the nearest residence is located 360 feet from the site, the applicant has determined that this distance is closer to 450 feet. He pointed out that the site is not visible from this home, adding that it is separated by grades and other buildings, creating less potential for impact than the fast food

restaurants that have received approval for extended hours of operation.

Noting that this specific use is permitted under the Comprehensive Plan, Mr. McLaughlin referred to the eight goals listed on the walls of the Council Chambers, observing that three are not applicable and that the proposal is in full compliance with the remaining five goals. He described the establishment as a very upscale retail store, emphasizing that it differs greatly from the stores of the 1970's and 1980's when the myth of secondary effects was developed, adding that the clientele includes a high percentage of couples and women as customers. Referring to the myth of secondary effects, he pointed out that while these effects have never been established, it is interesting to note that planning in the State of Oregon is described as the shining example of how to do it right in the United States. Noting that there had been concern with the potential for a higher ratio of incidents than at other video stores, he pointed out that Fantasy Video had generated fewer incidents than either of the local Hollywood Video Stores. He mentioned that of the 41 incidents at D. K. Wild's, only four had been considered significant, observing that four significant incidents in four years could not be considered excessive by number or definition.

Mr. McLaughlin discussed concern with a potential decrease in property value, emphasizing that no evidence of harm associated with property values has been established. He pointed out that a fast food robbery is more likely to occur when only a few crew members are present, either early in the morning before customers arrive, or late at night, during closing. He noted that establishments operating on a 24-hour basis often provide what he referred to a safe haven for people who are experiencing problems (accidents, running out of gas, broken down cars) during the night. He noted that the proposed additional hours of operation occur during times when the Police Department is generally not operating at its peak level, adding that landscaping must be designed to allow for adequate visibility for security purposes. Concluding, he requested approval of the application and offered to respond to questions.

Expressing his appreciation of the applicant's submittal, Commissioner Maks commended Mr. McLaughlin for the scientific and analytical methodology utilized to obtain information. He pointed out that the premise with regard to incident level per square foot might differ if applied to different uses and number of patrons served.

Mr. McLaughlin concurred with Commissioner Maks' statements, observing that the use could conceivably change and that increased patronage increases the potential for increased problems.

Commissioner Pogue requested clarification with regard to why one of the six properties operated by *Oregon Entertainment Corporation* included in study had been excluded.

Mr. Woodworth advised Commissioner Pogue that one of the six properties had been excluded because it involves a relatively new operation less than one year old, adding that there was not adequate information that would serve the purpose of the study with regard to this property.

PUBLIC TESTIMONY:

JIM ATWOOD, property owner for the site leased to Fantasy Video, noted that he has been involved as a leasing agent and with profess-sional real estate for 35 years, adding that he is generally familiar with commercial and retail operations. Expressing his opinion that the Mr. Blakeslee is what he considers a top-grade retailer, he pointed out that the inside of the store is very similar to that of a Fred Meyer Store, adding that it is well-lit and includes professional displays. He mentioned that the exterior is extremely well-maintained, adding that there has been no criminal behavior associated with this or any of the other stores. He expressed his support of approval of the request for an extension of the operating hours.

HENRY KANE stated that he is raising his hand and affirming that the personal knowledge testimony he is providing is based upon personal knowledge and is true. Observing that he worked in the office of a tenant of Park Plaza West in the 1970's, he emphasized that he would not consider re-leasing this property due to the existence of the sex-industry establishment, and expressed his opinion that this type of establishment creates what he referred to as a "low-rent district". He pointed out that there is a great deal of evidence indicating that this type of business is very harmful to a community, expressing his opinion that it is not necessary. He pointed out that unlike Mr. Woodworth, Mr. McLaughlin, and Mr. Atwood, he resides in the City of Beaverton, adding that the Attorney General had determined that the decision with regard to what is wrong with obscenity has been challenged before the Supreme Court.

 Commissioner Maks requested clarification from Mr. Kane with regard to the number of clients that had visited his law firm between the hours of 10:00 p.m. and 7:00 a.m.

Mr. Kane advised Commissioner Maks that approximately 10 or 20 clients per year had visited his law firm between the hours of 10:00 p.m. and 7:00 a.m.

PAUL SCHAEFER, on behalf of himself and his wife, **AUDRA SCHAEFER**, described the existing retail and family oriented shopping and businesses in the area, expressing his opinion that this proposal is not compatible with the existing uses. He expressed his strong opposition to this proposal, citing known secondary effects, particularly with regard to children, emphasizing that this is why other jurisdictions do not permit these uses near schools, churches, and residential districts. Observing that this proposal is not in compliance with Criteria No. 5 which addresses livability, he pointed out that this issue can not be mitigated through any means other than location.

Commissioner Maks pointed out that the Planning Commission is required to have an open mind and make an appropriate decision based upon evidence presented at this time, and questioned whether Mr. Schaefer has this information available at this time.

Mr. Schaeffer advised Commissioner Maks that he does not have the appropriate information available at this time.

Commissioner Johansen pointed out that the applicant has operated at this site for four years and questioned whether Mr. Schaefer has observed any evidence of any secondary effects.

Mr. Schaeffer noted that he has not personally observed any secondary effect as a result of this use.

APPLICANT'S REBUTTAL:

Expressing his tremendous respect for what he referred to as the legal trailblazing accomplished by Mr. Kane during his long and distinguished legal career as an attorney in the State of Oregon, Mr. Woodworth emphasized that with regard to his comment indicating that he would no longer consider locating his business in Park Plaza West, an earlier foreclosure of the property and subsequent bankruptcy had resulted in the purchase by the current owner, Mr. Atwood. He emphasized that the change in ownership had brought

about a substantial improvement to earlier problems, including mismanagement and a high vacancy rate, which do not exist at this time.

Mr. McLaughlin addressed Mr. Schaefer's comments, referring to a snapshot following page 16 in his report, observing that while the center bull's eye is what Mr. Schaeffer is talking about, this information was not obtained appropriately and is not accurate. He explained that some of the more recent studies are showing the exact opposite and provide an entirely different conclusion. He pointed out that the courts are beginning to require real proof of harm, adding that the covenants are not able to demonstrate proof of this harm, adding that a *Hollywood Video Store* had an incident involving indecent exposure.

Commissioner Maks noted that there are different levels and/or qualities of retailers, adding that the level of calls generated for *Fantasy Video* were significantly lower than those associated with Mr. *Peeps*. He questioned how the applicant would feel with regard to conditioning the Conditional Use for extended hours to the present applicant and present occupant.

Mr. Woodworth advised Commissioner Maks that the applicant does not have an issue with this potential Condition of Approval.

 Mr. Atwood observed that as the property owner, his preference is that the Conditional Use Permit would run with the land, adding that the applicant has gone to an extraordinary amount of effort to get this Conditional Use. Observing that this involves what he considers a high quality building, he pointed out that a future tenant might like the option of operating on a 24-hour basis.

Observing that this Conditional Use involves a video store, Commissioner Maks noted that any restaurant would involve a different use and would be required to obtain a separate Conditional Use Permit.

Commissioner Johansen emphasized that the terms occupant and applicant might differ from the term operator.

Mr. Osterberg explained that the Commission appears to believe that future uses qualifying for 24-hour operation would be limited to the same use, specifically a video store, staff does not agree, observing that anything within the category of retail use would be allowed for these purposes. He pointed out that this would not include a restaurant,

which is a separate category, adding that staff supports changing Condition of Approval No. 1 to specifically cite the name of this applicant and business, and offered to respond to further questions.

On question, Mr. Naemura indicated that he had no comments with regard to this application.

Development Services Manager Steven Sparks responded to Mr. Kane's comments, emphasizing that while no factors have changed since the denial by the City Council in 1999, Mr. Kane, there have been changes to both the Development Code and Comprehensive Plan since that time.

8:24 p.m. to 8:34 p.m. – recess.

The public portion of the Public Hearing was closed.

Observing that the proposal meets applicable approval criteria, Commissioner Winter expressed his support of the application.

Emphasizing that while his moral and religious beliefs are opposed to the nature of this business, Commissioner Pogue expressed his opinion that it is unfortunate that these beliefs are not included in the criteria, adding that the application does meet applicable criteria and that he would support a motion for approval.

 Commissioner Bliss explained that he was unable to find any information preventing him from approving the proposed extended hours, adding that the application meets applicable approval criteria and that he would support a motion for approval.

Commissioner Voytilla stated that regardless of personal beliefs, the Planning Commission is responsible to review each application based upon the criteria within the Development Code, adding that he would support a motion for approval.

Emphasizing that the Conditional Use does typically run with the land, Commissioner Johansen expressed his opinion that Commissioner Maks' suggestion with regard to a potential Condition of Approval limiting the approval to this applicant and this use is appropriate. He pointed out that the fact that there is not a lot of public present is indicative of something, which in his opinion means that there have not been a great deal of problems at this site throughout past four year, adding that these problems have been

minimal if not non-existent. Observing that he concurs with Commissioner Maks' suggestion that Condition of Approval No. 1 be revised to limit this approval to the current applicant and use, he pointed out that he would support a motion for approval.

Commissioner Maks emphasized that it is necessary to measure the application against applicable approval criteria regardless of personal feelings, adding that this is an allowed use and that the application involves only the proposed extension of hours. He pointed out that unless substantial impacts can be identified, approval is appropriate, adding that there are no substantial or even minimal impacts with regard to this proposal that need to be addressed. He mentioned that this use serves approximately 8% of our population in some fashion, adding that Condition No. 1 should be modified to provide that this approval be limited to the applicant and not run with the land.

Chairman Barnard expressed his opinion that the application meets applicable approval criteria, adding that he would support a motion for approval, including a proposed change to Condition of Approval No. 1.

Chairman Barnard mentioned that although action would be taken tonight with regard to approval or denial of this application, Mr. Kane's request to hold record open for seven days is granted.

Commissioner Maks MOVED and Commissioner Winter SECONDED a motion to APPROVE CU 2003-0008 — Fantasy Video 24-Hour Operation Conditional Use, based upon the testimony, reports and exhibits, and new evidence presented during the Public Hearings on the matter, and upon the background facts, findings and conclusions found in the Staff Report dated July 16, 2003, as modified this evening, including all evidentiary information provided by applicant, much of which is included in a Staff Memorandum dated July 23, 2003, including Conditions of Approval Nos. 1 and 2, and modifying Condition of Approval No. 1, as follows:

1. The Conditional Use permit granted shall <u>not</u> run with the land, <u>rather</u>, <u>shall be limited to the applicant</u>, <u>Oregon Entertainment Corporation</u>, <u>as the operator and occupant of the premises</u> and shall continue to be valid upon a change of ownership of the site or structure.

Mr. Osterberg requested clarification regarding Chairman Barnard's reference to a request to have record left open for seven days.

Chairman Barnard clarified that Mr. Kane had made this request.

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1	Observing that the applicant has no objection to granting Mr. Kane's
2	request to leave the record open for seven days, Mr. Woodworth
3	requested that the applicant be provided with a reasonable period of
4	time to respond to any additional submittals.
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6	Mr. Naemura advised Mr. Woodworth that the applicant's rights would
7 8	be protected under ORS.
9	Motion CARRIED by the following vote:
10	Wouldn't CARRED by the following vote.
11	AYES: Maks, Winter, Bliss, Johansen, Pogue, Voytilla, and
12	Barnard.
13	NAYS: None.
14	ABSTAIN: None.
15	ABSENT: None.
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17	MISCELLANEOUS BUSINESS:
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19	Chairman Barnard requested clarification with regard to anticipated
20	attendance over the next four weeks.
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22	Commissioner Johansen observed that he would not be available on
23	August 6, 2003 or August 27, 2003.
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25	Commissioner Bliss noted that he would be absent on August 13, 2003.
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27	Pointing out that his work schedule would be quite hectic the last two
28	weeks of August, Commissioner Voytilla mentioned that he may be
29	absent on August 20, 2003 and August 27, 2003.
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31	Observing that he would be unavailable on August 6, 2003, as well as
32	Commissioner Johansen, Chairman Barnard expressed concern with a
33	potential lack of quorum on August 6, 2003.
34	Commissioner Domes mentioned that he would be absent on both
35	Commissioner Pogue mentioned that he would be absent on both
36	August 6, 2003 and August 13, 2003.
37 38	Chairman Barnard expressed his appreciation to Commissioner Maks
39	for volunteering to chair the meeting of August 6, 2003.
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The meeting adjourned at 8:48 p.m.